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ABSTRACT

This study focuses on factors contributing to the low level of effectiveness of library and information services to the Spanish speaking community as reported in the literature. It analyzes, using an open system approach, models developed by public and academic libraries to serve the Spanish speaking population. Problems contributing to the underdevelopment of effective library services are identified as: (1) lack of an adequate indexing system for resources by or about the Spanish speaking; (2) lack of statistical data on model programs; (3) underutilization of professional minority group members in libraries; (4) insignificant recruitment of Spanish speaking students into library schools; and (5) lack of participation by Spanish speaking users in collection development. Basic questions concerning underlying environmental factors must be re-formulated for changes to take place: Will systems and agents providing library services to the community be allowed to develop to their full potential? Will manpower be developed for a net positive improvement of library services to the Spanish speaking? Will libraries with special resources for Spanish speaking groups be allowed necessary time to publicize and develop services? The body of literature considering these problems has not had a clear impact on thinking, practice, or research. (Author/KP)

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System Analysis of Library and Information Services to the Spanish Speaking Community of the United States

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Introduction

Although there are claims of a possible undercount of persons of Spanish origin, the size of this population thus far reported is significant enough to require serious efforts to provide special library services.

A multiplicity of terms have been used to refer to the Spanish speaking groups in the United States. The literature provides examples of the use of terms such as Hispano, Hispano American, Mexican American, Mejicano, Mexican, Latino, Cuban, Puerto Riqueño, Chicano and other broader terms.[1] Terms are used according to local preferences and in some cases they have been consistently used by the dominant society to designate a heterogeneous social group whose national and cultural characteristics have been greatly ignored. The Bureau of the Census considered that "Persons of Spanish origin were persons who reported themselves as Mexican Americans, Chicano, Mexican, Mexicano, Puerto Rican, Cuban, Central or South American, or other Spanish origin. Persons who reported themselves specifically as Mexican American, Chicano- Mexican, or Mexicano were consolidated in the one category Mexican."[2] For the purpose of this writing the term Spanish speaking will be used here to encompass these various designations indicated above. The term Mexicano/Chicano will be used to encompass those of Mexican ancestry.

In November 1976, the Bureau of the Census of the Department of Commerce reported that as of March 1976, the total Spanish origin population by type of Spanish origin in the United States amounted to 11.117 million person. Six million six hundred thousands of them reporting Mexican origin and 1.8 million reporting Puerto Rican origin. The total number of persons of Cuban origin amounted to 700,000 and the persons of Central or South American origin amounted to 800,000. An additional 1.3 million reported other Spanish origin than those specified above.[3] (See Table 1.)

The Mexicano/Chicano population, although it is spread throughout the United States, is mostly concentrated in the southwestern states of Arizona, California, Colorado, New Mexico and Texas.

This is a revised version of a paper originally presented to the annual meeting of REFORMA, the National Association of Spanish Speaking Librarians, at the American Library Association Annual Conference, July 1, 1975, San Francisco, California.

TABLE 1. Population of Spanish Origin by type of Spanish Origin for the United States: March 1976[4]

Type of Spanish Origin	Number (in thousands)	Percent	Confidence interval* (One standard error) Number (in thousands)	Percent
TOTAL, Spanish origin	11,117	100.0	10,811 to 11,423	(X)
Mexican	6,590	59.3	6,352 to 6,828	57.9 to 60.7
Puerto Rican	1,753	15.8	1,629 to 1,877	14.8 to 16.8
Cuban	687	6.2	609 to 765	5.5 to 6.9
Central or South American	752	6.8	670 to 834	6.1 to 7.5
Other Spanish	1,335	12.0	1,226 to 1,444	11.1 to 12.9

X. Not applicable.

* Estimates in this table are based on sample data and hence are subject to sampling error. If a census were conducted, the chances are about 68 out of 100 that the census result would be contained in the one-standard error interval given in this table.

The literature generated in the area of library services to the Spanish speaking community of the United States, is replete with personal observations and opinions rather than scientific research. The body of the library literature has helped very little to define the problem or design solutions concerning library and information services to the Spanish speaking population. Systematic research efforts in this field are the only alternatives to uncover the truth, to evaluate present services and to develop new alternatives for this important population sector.

Inadequate library and information services are experienced by most members of the Spanish speaking community. Among the factors accounting for poor library services to this community are: deficient collections; inadequate staffing patterns and underutilization of professional manpower; significantly low recruitment of students from this group to library schools; and lack of bibliographic control.

These writers have recognized and distinguished patterned groups of information functions and models which seek to improve library and information services to the Spanish speaking community. For this particular study they will be treated as a system–the Spanish speaking library and services system, formulated as an alternative to more traditional library services to meet the challenge of better services for this community.

Focus has been on a broad analysis of the factors contributing to the low level of effectiveness of library and information services to the Spanish speaking community as reported in the literature. A general characterization of library services are presented here. Areas such as utilization of human resources, manpower training efforts and recruitment of human resources into professional schools will constitute the parameters of the discussion. Finally, this paper presents an interpretation of the present conditions of library services to the Spanish speaking population in the United States.

Included is a description of the approach used to gather and analyze the secondary data presented by the literature in this field; identification of variables influencing the present conditions of library and information services to this significant population sector and a theoretical perspective from which to analyze and conduct further study and research in the field of librarianship.

Characterization of the Environment

The study of libraries and library services as well as that of other organizations can be greatly enhanced by characterizing the environmental context in which these organizations operate. This approach is especially relevant when it is considered that libraries must continuously adapt to the demands of new client groups, technological change, and new sociopolitical conditions.

In search for a valid form of general characterization of library services to the Spanish speaking population, system thinking, as an approach to the problem, has been utilized. Open system approach, a form of analysis of the total system, is prone to reveal properties and relations that characterize the environment of library services to the Spanish speaking.

Von Bertalanffy initiated a new period of study of organizations and other systems. In it the emphasis of the study of the inner processes of organizations was transferred to the study of the relationships existing between the organizations and their environment.[5] The behavior of libraries as organizations has to be analyzed with regard to other agents and factors in the environment such as the labor market, demographic

distribution and characteristics, educational institutions, local government, and the market system. Sommerhoff has further proposed that the heteronomous process in the environment affect the boundary conditions and the inner processes of the system.[6] This suggests that an open system approach to library services to the Spanish speaking and their relevant environmental context must begin with the specification of the exchange processes and end with an adequate characterization of the environment as it relates to libraries, and other agents serving the client groups.

These authors decided for the sake of clarity to reverse the description suggested by Sommerhoff and begin instead with a description of the system as it relates to its environment and to conclude with a general characterization of exchanges between the system and its environment. However, it must be clearly understood that often the paucity, degree, content and form of these exchanges come to determine the nature, viability, and conditions of the system and its immediate environment. For example, the degree and nature of the exchanges between libraries and Spanish speaking users are bound to determine future exchanges and the environment of both entities. A Spanish speaking community group may interact with libraries as a user, vendor or supplier of materials and equipment, employer, decision maker and financer (tax payer). This community's publishing output may be also the focus of the library's collection development efforts. The linguistic patterns of this community (Hernández-Chávez, 1975; Bowen and Ornstein, 1977) may be the focus of the indexing to the library collections and information, reference interactions and services. The frequency of these various exchanges generates an **inter-relationship** between the two, in the same manner that the opposite, the absence of exchanges, impairs the formation of any relationship. This latter case certainly is bound to generate lack of responsiveness and apathy between systems creating the conditions for a hostile environment.

Emery contends that not all environmental processes and factors are equally relevant to any particular system or class of systems, and that environmental analysis must be approached with the fair understanding of the complexity and the incommensurateness of the environmental context.[7] These limitations have been kept in mind.

Various degrees of interconnectedness between libraries and the systems in the environment have been assumed.[8] This approach will be limited however, to the analysis of the proximity and frequency of the exchanges between the libraries, library training and manpower utilization and the Spanish speaking community.

Conceptual Models of Library and Information Services to the Spanish Speaking Community

A close examination of the literature in this field suggests some attempts to develop various models to serve the Spanish speaking population. The literature produced by librarians from both the dominant and the Spanish speaking communities suggests various models to improve the present virtual inaccessibility of information. Some models are designed to serve the Spanish speaking community in general, as well as specific target groups within it. Other models attempt to provide basic mechanisms to improve the dominant library system by changes at employment levels and more extensive recruitment of Spanish speaking students to library schools. The models generated will be analyzed according to an open system approach.

Public Library Services and Community Service Oriented Models

The literature written by Spanish speaking librarians reveals a deep concern for the deficient levels of information delivery and public services of large public library systems to the community. A survey by the co-author Roberto P. Haro attempted to determine the attitude of Spanish speaking people toward libraries.[9] Haro conducted his research study in East Los Angeles and Sacramento, California, during late 1967, 1968, and early 1969. Approximately six hundred people in these urban concentrations were interviewed. Of those interviewed, 59 percent spoke and read English sufficiently to utilize English language materials; 65 percent had never used anything but a school library; 89 percent of those interviewed said that they would utilize their neighborhood libraries if Spanish were spoken and Spanish language materials were available. Haro further concluded in this early study that the attitudes of some sectors of the Spanish speaking community toward libraries are a reflection of their lack of participation in library policies.

Models have been proposed suggesting substantial changes in the "medium" utilized for transferring information and emphasizing audio-visuals instead of printed messages. Presently, combinations of models are being tested. The most significant of these, the multi-media mobil unit, utilizes the wide spectrum of the media technology to disseminate information.

Service intensive models—those which stress the utlization of resources at the point of delivery of information—are being implemented in several places where Spanish speaking urban concentrations exist. Some models are characterized by easy access to information by telephone. Other

models attempt to bring library services to the community in the form of outreach programs, undertaken in addition to, or in place of, ordinary library services, with the purpose of reaching or serving presently unserved population sectors.

A concept frequently used in the area of intensive service models is that of the telephone information center. Modeled on the Reading and Study Center of the Chicago Public Library, it is being implemented in Pilsen, Chicago. Other library efforts, such as those established by a community based organization, the Centro de la Causa, attempts to provide reference services, information concerning employment, medical care and other similar services.[10] It also provides bilingual reading and media services. The staff consists of Spanish speaking reference librarians.

The difficulties experienced by outreach models in Los Angeles have been discussed by Nelly Fernández. The models were based on the assumption that if Spanish speaking users did not come to the library, the library and its spectrum of services had to be taken to them. Fernández saw the limitations of this approach as a result of constraints of manpower and institutional support. She stressed the lack of bilingual and bicultural librarians and the reluctance of administrators to support innovative programs as important factors negatively affecting the performance of this model.[11]

Attempts to minimize the limitations of outreach programs have been discussed by Joe Salazar and Daniel Durán.[12] Durán proposed the concept of the multimedia mobile unit, a model based upon audio visual services (non-book materials), reference and practical information, media programs, and "whatever a traditional library cannot do." Salazar advocates a hybrid model emphasizing the role that the library must play in the community. He contends that the public library has a dual role of representing the dominant society and the Spanish speaking community. To this should be added a need for social-cultural inter-facing. Librarians may be used as cultural buffers and to bridge in some degree the cultural and language gaps between two different cultures, for example, the Mexicano/Chicano and the Anglo culture. Salazar asserts that the library should provide a wide range of services to the community, such as instructional and tutorial projects, bilingual programs, and transportation. In addition, he recommends the hiring of Spanish speaking people at professional and supportive levels. Many similar outreach programs have been developed in most cities with substantial Spanish speaking populations.[13]

Julia Orozco, a Spanish speaking librarian in Los Angeles, contends in an article entitled "Public Library Services in the Barrio," that public library services to the Spanish speaking population may be improved

by effecting changes at the collection development, staffing and services levels.[14] She suggests policy changes at the collection development level by forming an adequate bilingual collection of materials tuned to the culture of the clients and potential users. She proposes the development of bilingual and bicultural staff in the public libraries and adequate and meaningful services. Along these lines, other alternatives emphasize change of collection development policies in order to increase the acquisition of Spanish language materials.[15]

Library services to the heterogenous Spanish speaking population in cross-cultural border towns are the object of study by Roberto P. Haro.[16] The study discusses library services to cross-cultural users by the Public Library of El Paso, Texas. The role of the public library in this context is to preserve and disperse culture, and in addition, to provide cultural identifiers to the users. By adopting adequate policies concerning staffing, resources, services and physical location this role has been successful.

Haro attributes the library's success to a bicultural and bilingual staff. He contends that the bibliographic resources developed through proper 'want lists' tuned to community needs. Services were the result of rigorous programming of bilingual reference services and liberal book circulation policies. Finally, Haro contends that the physical location of the library, the proximity to the border and to heavy traffic, contributed to the greater utilization of services. This provides insight on an important variable affecting the level of performance of library services, which has been generally ignored in this field.[17] Outreach programs, for instance, have been in great measure implemented through bookmobiles and other library services attempting to compensate for the geographical distance between the library and its users.

Two other models, "La Biblioteca Latinoamericana," in Oakland, California, and the Model Cities Library in Albuquerque, New Mexico, are unique alternatives based on intensive service at the circulation level. The Model Cities Library, located in the center of Albuquerque, serves five "barrios." The composition of the users in the five areas is roughly 75 percent Spanish speaking. The collection consists of adult and children's materials, and an audio-visual collection. More than half of the staff is Spanish speaking and live in these barrios. This library offers "specialized services" promoting an intensive interaction with the users and cultural programs.[18] Although weak at the technical service level, due to uncataloged holdings and poor circulation strategies which have resulted in heavy loss of materials in the past, the library seems to have succeeded in attracting patrons traditionally non-users.

The oldest model of specialized service dating back to 1966 is the Biblioteca Latinoamericana. The Oakland Public Library's Latin American

Project was originally designed to serve a local Spanish speaking community of 40,000 people. Like the Model Cities Library in Albuquerque, it has relaxed circulation procedures. No fines are charged, and it provides personalized services to its users. The staff is also bilingual and bicultural. The library provides a unique bilingual and bicultural collection tuned to the needs of the community. It also offers cultural programs, such as Spanish language story hours, facilities for town meetings, and exhibits.[19]

In order to meet community needs, in addition to the models described, Spanish speaking librarians have proposed measures to change and improve collection development policies, staffing patterns and the development of service programming levels. These range from regular services to functions of liaison between the dominant society and the Spanish speaking community. The literature in the field, from both the dominant society and the Spanish speaking communities, cites the deep apathy the Spanish speaking community harbors toward libraries. This apathy is blamed mostly on the lack of participation in the policy and decision making of libraries.

Among the wide range of models to improve public library services to the Spanish speaking development of an adequate indexing system to maximize the access to information by or about the Spanish speaking community has been mostly ignored. A very low priority has been given to adequate indexing and development of subject headings appropriate to Spanish speaking groups. In this regard most librarians have never questioned the present access routes to information. It has been assumed that a bilingual collection served by a bilingual staff and addressed to a predominantly Spanish speaking group of users will perform efficiently with a strictly English language subject indexing system.[20] That most of these models require intensive services and staff support to increase the access to the information at the stage of delivery disproves this assumption. A more efficient use of library resources can be achieved by more adequate indexing, since direct access to the collection by the users would economize staff time. Intensive services at the output level have come to compensate for the inadequacies of indexing most of these collection. Libraries will soon come to the realization that greater savings will be generated by the use of bilingual or Spanish language subject indexing systems. The Alameda county library in northern California is currently engaged in the development of Spanish language subject headings based on La Lista de Encabezamientos.

The models discussed have been applied with slight differences throughout the United States. The slight degree of difference in each case has been a response to local needs. Very little statistical data have been released covering the implementation of the various models previously discussed, impairing the evaluation of their overall performance.

Services to the Academic Community

Library services to the Spanish speaking academic community have been a very conflictive area. College students have given high priority to library services, and have played an important role in the increasing demands upon academic libraries. Haro reports in his survey that Mexicano/Chicano students from all sectors and ideologies were equally "willing to discuss libraries and library materials for Mexicanos/Chicanos. . "[21] The small interest in libraries attributed to community users contrasts with the high priority the students gave to library services at the college level. In Haro's survey, 70 percent of the students interviewed believed in the need for library-use training programs and for special library resources in the field of ethnic studies.[22]

Response to minority students seems to fall into two basic groups. A representative opinion of one group contends that academic libraries are being challenged by new kinds of students from disadvantaged areas whose life styles have been devoid of books, reading and libraries. A reallocation of professional human resources to satisfy this new demand is suggested. This reallocation implies a transfer of resources from areas of tangible returns stemming from traditional clientele groups to "high risk students." Also recommended is utilization of "empathetic" librarians that could contribute to a process of adaptation of the individual student to the academic life.[23]

Program of acquisition of materials and greater reallocation or resources has been suggested. Although a high number of books is essential to a learning environment, it is necessary "to acquire and utilize non-book media which will contribute significantly to the education of disadvantaged students." The contention is that non-readers will not be penalized in libraries well stocked with non-print materials.[24]

The representative view of this group may be summarized as follows: first, the problem of academic library services to the Spanish speaking student population stems from this group's unique characteristics. Second, the most significant characteristic of this student group is not their culture but rather their low reading level, low library use, and low academic performance. Third, following the assumptions made, the problem is perceived at the user's level. Consequently, the solution from the supplier of the services, suggests a formula of adaptation by the users to the supplier's requirements and conditions. Fourth, the changes proposed by this view at the supplier level are concerned with materials and resources. These changes are limited to the format (or medium) of these materials, the proposed changes are from printed to non-printed materials and resources. No changes are recommended concerning the messages conveyed by these materials. Materials in tune with the culture and values

of these students are excluded from the analysis and the solution.

The second group of writers who analyze the claims of Spanish speaking students sees the need for important changes at the supplier level to satisfy the requirements. This group contends that the academic library should develop print and non-print resources to support teaching and research on ethnic topics. Second, the library should devise a self-directed program designed to substantially increase the utilization of the library by this group. Third, incorporate Spanish speaking students, faculty, and library staff in the development of a library collection tuned to their needs.[25]

The concept of the ethnic library has emerged in the academic milieu as an alternative to meet the needs of Spanish speaking and other minority students. There are a number of different "ethnic library" models. Some are physically separated from the main university libraries while others are subject specialized collections of materials within the academic library. Other models involve basic changes whereby special effort is made to develop unique resources as well as change of the staffing patterns addressed to hiring subject specialists, bilingual and bicultural librarians. Other models are administratively autonomous units from the university or college libraries and are directly under ethnic studies departments or organized research units.

The objective of this latter model is to improve the bibliographic infrastructure[26] and develop basic resources concerning the Spanish speaking community. Its objectives, greatly influenced by the academic setting, is to create a multidisciplinary core collection of materials to support the study, teaching and research on the experience of the Spanish speaking people in the United States. In addition, these specialized libraries are influenced by the long range development of ethnic studies programs and interests. Furthermore, some of these models perform important functions of bibliographic research and control designed to develop an adequate body of resources attuned to increasing demands in this field.

Academic librarians have two basic views to maximize the utilization of libraries by minority student population. The first, a supplier-oriented view, proposes formulas to ultimately adapt the student to the traditional library services. The second, a user oriented view, calls for changes in the library to respond to the claims of this new client group. Both views lack recommendations concerning indexing.

The literature concerning academic library services like that concerning public library services, overlooks the importance of adequate indexing to improve the services to the Spanish speaking student population. The problem of indexing in public libraries seems to be in the choice of language of users. Public libraries in these communities face clients who

often neither speak nor read English. The use of an English indexing system often results in a sub-optimal subject approach to information. Bilingual librarians palliate the impact of this contradiction by operating as translators and cultural "trouble shooters." Research is necessary to determine user preference of language for their indexing needs.

The problem of indexing in academic libraries is not as clear cut as in public libraries. Librarians assume that the English speaking minority student does not need a special indexing system attuned to culture and native language.

The most significant indexing problem is in the respective disciplines of ethnic studies. Adequate concept indexing in this sense requires the organization of the subjects according to proper concepts within the framework of a basic discipline. The most dramatic example of this concept indexing problem is that faced by Mexicanos/Chicanos and their historians who are trying to reaffirm a new periodization of Mexicano/Chicano history distinct from traditional American history.

Libraries consider alternatives discussed to temporarily minimize the net negative impacts stemming from poor collections, inadequate indexing, little usefulness of reference and collection development tools to improve their services to the Spanish speaking population sectors. Libraries are public service institutions established to "allow for the expression of a diversity of preferences" among social groups, to make expenditures with references to consumer utility, and to oversee that members of the community within the jurisdiction of the library derive separable benefits of a sufficient magnitude to cover the costs of membership. In other words, libraries as any other bureaucratic decision making arrangement for the provision of a public service cannot disregard the excessive cost for some social groups. Library services may be subject to "serious erosion and degradation under conditions of excess of demand in relation to the available supply and under conditions of changing demands." In the absence of a capability to respond with modified supply schedules and regulations for use, library services instead of a public good may become a "public bad" for certain groups.[27]

Bureaucratic efficiency in the absence of consumer utility is without economic meaning. The concept of library efficiency in the absence of users' satisfaction should be questioned.

Employment of Human Resources

Important sectors of the professional community have identified discriminatory practices and racism as the major issues affecting library services to the Spanish speaking community. It is not surprising, therefore,

that efforts are being devoted to reversing the present unbalanced representation of professional minority group members in libraries.

The Equal Employment Opportunity Act of 1972 prohibits discrimination in employment practices by race, color, religion, sex or national origin. It covers all academic and school libraries and most public libraries related to local government. This Act created the Equal Employment Opportunity Commission (EEOC) to develop the guidelines for its implementation. Discrimination in employment practices, according to a Report of the Library Administration Division, American Library Association,[28] may begin in recruiting. Methods that traditionally have excluded Spanish speaking librarians may be found illegal.

In *Griggs vs. Duke Power Co.*, 401 U.S. 424, 1971,[29] the Supreme Court considered the problem of discrimination derived from selection criteria based on educational requirements and pre-employment testing. The Court established that such criteria cannot be used if it tends to discriminate against certain groups of people.

Affirmative Action, created as a mechanism with the Amended Executive Order 11245, requires institutions with federal contracts and subcontracts to present evidence of nondiscrimination in employment practices, and involves economic penalties. Spanish speaking librarians agree, however, that Affirmative Action has proved ineffective.

Limited success of Affirmative Action may be seen in some large libraries. The San Francisco Public Library, for instance, has been charged with not searching aggressively for minority applicants, or biased and irrelevant pre-employment testing.[30] The Library of Congress has established an Equal Opportunity Plan and Affirmative Action Programs to comply with the law and announced the creation of the position of assistant director for equality programs in the Library of Congress' personnel office.[31]

The E.E.O. Act of 1972 and Affirmative Action are slowly being implemented, but not without overt and covert opposition. In the Los Angeles County Library System, staff members filed a complaint of "reverse discrimination" involving the appointment of two minority women. The staff members complained that the two minority appointees had not achieved the highest scores in the principal librarian's exam. However, records indicate that this exam has been bypassed by the county when using a system of "selective certification" to obtain personnel. The exams themselves have been under heavy criticism in the past.[32]

Racial balance in the library system will require a great deal more than the E.E.O. Act of 1972 and Affirmative Action. Spanish speaking librarians are disappointed with the ineffective and insignificant implementation of the law.

Manpower Training and Recruitment in Library Schools

The difficulties encountered in developing effective library services to the Spanish speaking community are many. Nevertheless, the problem is due to the lack of efforts made by professional schools to recruit minority applicants. A survey by the American Library Association, in 1972, revealed a limited increase in minority representation in accredited library education programs. This survey reported an enrollment of 18 Spanish speaking students and 156 black students. This number of Spanish speaking students represented an increase of 8 new enrollments as compared to 1968.[33] However, despite the small number of minority students, 18 schools reported "active minority recruitment programs."[34]

The small number of Spanish speaking librarians graduating from schools cannot be fully understood without assessing the number of professional librarians in the United States as a whole. The United States Office of Education's study of library manpower and library science degrees awarded indicated a total of 61,200 full-time and full-time equivalents of part-time professional librarians for 1960 and 97,420 for 1970.[35] The number of library science degrees to be awarded between 1969-1970 were projected at 7,810 and at 8,700 for 1970 and 1971, respectively.[36] The number of Spanish speaking librarians is insignificant compared to the overall human resources in the field of library science. Rough estimates of the size of the professional pool compared to the population provide a rough equivalent of 1 librarian per 40,000.[37]

A nationwide survey conducted in 1973-74 indicated that thirty-eight master's degrees in library science were awarded to Spanish surnamed students by non-accredited programs and sixty-one degrees by accredited programs. This is a minimal 1.37 percent of the total number of 7,221 graduates for that period.[38] Statistical data points out two basic facts: first, one of every one hundred library graduates is Spanish surnamed or seven of every five hundred is Spanish surnamed. Second, the professional pool of Spanish speaking librarians is increasing at a lower rate than professional library manpower as a whole. Furthermore, in 1973-74, only 62 percent of Spanish speaking students graduated from accredited programs.

From analysis of the manpower statistics, the issue can be formulated thus: "What are the policy alternatives available to insure a balanced Spanish speaking representation library manpower for the next decade?" Efforts have been directed to minimize the high costs of the underutilization of Spanish speaking manpower. The Illinois Library funded the Illinois Minority Manpower Pilot Project, with the support of the minority community in the Chicago area.[39] Scholarship recipients began their graduate library educational training in January, 1973.

Other small efforts have been attempted to correct the existing under-

representation of Spanish speaking and other minorities in the library profession. The National Minority Referral Network established by the Office for Library Personnel Resources of A.L.A. is designed to assist graduate library school programs to identify qualified minority students interested in pursuing a library career.[40] Other minority recruitment programs have been reported in the School of Library Science at the University of Michigan[41] and Columbia University.[42]

The Graduate Institute for Mexican American Library Science at California State University, Fullerton, has made a significant effort at training Spanish speaking professional librarians by other experienced community professionals. This Institute was created as a graduate program to train Mexicano/Chicano librarians and to improve librarianship and specialized library services for the Spanish speaking throughout the United States. Fifty students were graduated from this program by the end of 1975, more than double the number of Mexicano/Chicano librarians graduated since 1972 to 1975.

The underutilization of human resources and the insignificant recruitment of Mexicanos/Chicanos and other Spanish speaking students into library schools has had a definite influence in the underdevelopment of library services to these groups. The Spanish speaking community does not have an institutional mechanism available to transfer and pass on the knowledge and do research in the area of librarianship.

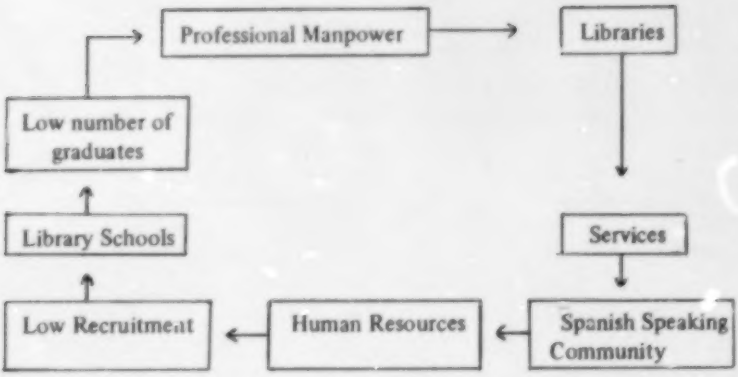
Conclusion

Social systems, individuals, and in general, the agents involved in the provision of library and information services to the Spanish speaking are situated, paraphrasing F.E. Emery and E.L. Trist, in a "sub-optimal location." They are faced with an unparalleled task to adapt, survive, and grow.

Library schools' extremely low enrollment and poor recruitment record of Spanish speaking students is bound to affect the numbers of Spanish speaking graduates and the size of the professional pool from which libraries draw the human resources. This situation is graphically illustrated in Chart 1.

CHART 1.

Manpower Training

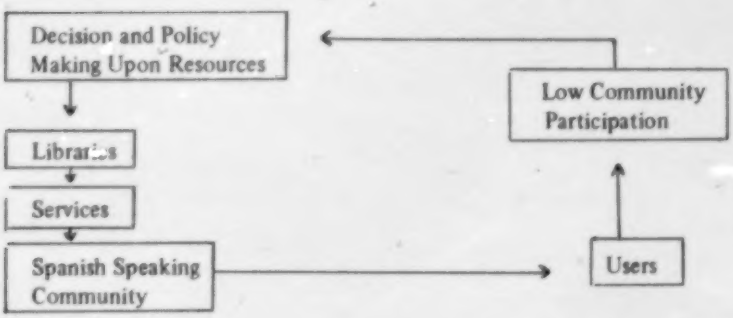


The staffing pattern for Spanish speaking professionals is to hire librarians at a very low level in the scale, without any decision or policy making responsibilities. This has inhibited changes in libraries and contributed to the growing lack of responsiveness toward the Spanish speaking.

Community user groups who are the beneficiaries of the library services often do not have significant participation in the collection development policies and the distribution of benefits stemming from the allocation of library resources. Their role is limited to a passive involvement at the output level, merely as users. This situation is illustrated in Chart 2.

CHART 2.

Community Participation in Libraries



The larger environment of most libraries servicing the Spanish speaking population shares salient characteristics of the "disturbed-reactive" and "turbulent fields" environments described by Emery and Trist. It shares the main characteristics of the "disturbed-reactive" environment, that is, the existence of a multiplicity of organizations of the same kind competing for the limited resources and constituency.

Most library services expressly created to serve the Spanish speaking community such as outreach programs and small ethnic libraries in the academic setting, have generally been unsuccessful in obtaining a share of the local resources allocated to library services to accomplish their objectives. Significant numbers of these special libraries are programs financed with funds from foundations or the federal government. Programs of this nature are periodically created and terminated impeding the development of stable and viable organizations.

The objectives of the library systems seems to be ultimately defined according to their ability to meet the challenge to deliver adequate library and information services to the Spanish speaking community. Emery and Trist suggest that the conditions of the environment indicate that stability can be only achieved through bargaining between competitors. Although the theoretical framework of the thinking of Emery and Trist concerning their typology of the environment seems to be drawn mainly from a market system experience, the present analysis of the environmental context of the libraries servicing the Spanish speaking population seems to confirm this point. In addition, it must be considered that greater specialization of the systems serving the community may ultimately become an asset, which may eventually make the difference in their survival. In other words, if a greater specialization is attained in serving the Spanish speaking community it may allow these systems to benefit from the principle of comparative advantages, and finally, to predominate in the environment concerning their specialized services. Certainly these objectives are hard to achieve for libraries created as programs with a limited life span.

There is the need to re-formulate some basic questions concerning the underlying factors affecting the environment, if changes are to take place and progress is to be achieved. Will the systems and agents involved in the provision of library and information services to the community be allowed to develop to their full potential? Will the manpower be developed to make a net positive impact to improve the present library services to the Spanish speaking community? Will libraries with specialized resources for Spanish speaking client groups be allowed the time necessary to gradually publicize their services and develop their special clientele groups, long forgotten by most libraries?

Organizational interdependence has extended beyond mere library activities and will eventually reach public regulation and legislation. The efforts for improvement of library and information services to the Spanish speaking community will be without a doubt extended to political grounds. This new dimension will certainly be followed by a substantial increase of the relevant uncertainty characteristic of the Emery and Trist's "turbulent fields."

There are multiple problems related to the provision of library services to the Spanish speaking community. These problems as we have seen, vary in nature and in their degree of complexity. Furthermore, the body of thinking and writing which addresses itself to these problems has not had a clear impact on subsequent thinking, practice and research in this area. More specifically, a basic theory has yet to be developed focusing on the study of the structures, functioning, performance of organizations and the behavior of groups and individuals engaged in the provision and usage of information services to this community.

Notes

1. Jon Michael Suter, *"The responses of academic librarians in the Southwest to Mexican-American undergraduates."* (Doctoral dissertation, Indiana University, 1973), p. 1-15.

2. U.S. Bureau of the Census, *Persons of Spanish Origin in the U.S.: March 1976. Advance Report*, Series P. 20, No. 302 (November, 1976), p. 3.

3. *Ibid.*

4. *Ibid.*, p. 7.

5. Ludwig Von Bertalanffy, *General System Theory*, rev. ed. (New York: George Brazillier, 1968) pp. 30-52, 66, 139-153.

6. G. Sommerhoff, "The Abstract Characteristics of Living Systems," in *Systems Thinking*, F.E. Emery (Middlesex, England: Penguin Books, 1968), pp. 147-202.

7. F.E. Emery, *Systems Thinking*, op. cit., pp. 203-4.

8. W.R. Ashby, "Adaptation in the Multistable Systems," in *Systems Thinking*, F.E. Emery, op. cit., pp. 230-240.

9. Roberto P. Haro, "How Mexican Americans View Libraries," *Wilson Library Bulletin*, March 1970.

10. "Chicano Information Center Set Up [illegible] Chicago Library," *Library Journal* 99 (February 15, 1974), 441. "Chicano Information Center Set Up in Chicago," *Library Journal* 98 (October 15, 1973), 2956.

11. Nelly Fernández, "Outreach Program for Chicanos," *California Librarian* 34, 1 (January, 1973).

12. *California Librarian*, op. cit.

13. Spanish Outreach Programs, *"Library Journal* 98 (November 15 , 1973), 3337.

14. "Chicano Library Service," *California Librarian* 34, 1 (January, 1973).

15. C. Bristow, "Esta Es Su Biblioteca: Project Libros at Lorain Public Library, *"Ohio Library Association Bulletin* 43, (April, 1973), 13-15.

16. Roberto P. Haro, "Libraries in the Border Towns," *California Librarian* 34, 1, (January, 1973).

17. Thomas W. Shaughnessy, "The influence of distance and travel-time on central library use" (Ph.D. dissertation, New Brunswick, New Jersey, Rutgers University, 1970). Dr. Shaughnessy's thesis is certainly an important work exploring the correlation between distance and library use. Although the results of his study may seem inconclusive, the variables identified and the methodology employed will prove to be of great value to the profession. Dr. Shaughnessy concluded that the location of the central libraries studied lessen distinct gaps with respect to central library service. He contends that a distance of from 10 to 15 miles marks the practical limit of central library effectiveness.

18. F.A. Lujan, "Services to the Spanish Speaking," *R.Q.* (American Library Association, Reference Services Division) 12 (Spring 1973), 284-5.

19. Barbara Wynn, "Oakland, California: La Biblioteca Latinoamericana," *Wilson Library Bulletin* (March, 1970), pp. 751-756.

20. Beckie S. Smith, "Preliminary study of Indexing needs and Alternative Indexing systems for Spanish Speaking Library users." (Nashville, Tennessee: Fisk University Library, Research Program in Ethnic Studies Librarianship, 1976).

21. Roberto P. Haro, "How Mexicans View Libraries," op cit., p. 741.

22. Ibid., p. 742.

23. E.J. Josey, "The Role of the Academic Library in Serving the Disadvantaged Student," *Library Trends* 20 (October, 1970), 436.

24. E.J. Josey, op. cit., p. 437-438.

25. Roberto P. Haro, "Academic Library Services for Mexican Americans," *College and Research Libraries* (November, 1972), p. 455.

26. "Bibliographic infrastructure" is a term used by these writers to express the bibliographic base required to provide regular library services to a client group. This term encompasses the existence of bibliographic references services, collection development tools, a certain level of bibliographic output and the existence of an identified level of demand for those services.

27. Vincent Ostrom, *The Intellectual Crisis in Public Administration* (Alabama: The University of Alabama Press), 1974, p. 58-62.

28. American Library Association, Library Administrative Division, "E.E. O.C. Guidelines for Preventing Discriminatory Employment Practices, L.A.D. Report," *American Libraries* 3 (December, 1972), 1207.

29. Ibid., p. 1208.

30. "S.F.P.L. Forms Committee on Affirmative Action," *Library Journal* (April 1, 1973), p. 1069.

31. "Mumford Announces Changes in Equal Opportunity Program," *Library Journal* (March 15, 1973), p. 818.

32. "Los Angeles County Library," Reverse Discrimination Flap," *Library Journal*, 98 (April 1, 1973), p. 1069.

33. "Survey of Minority Graduate Students," *American Libraries* 3 (October, 1972), p. 942.

34. "Minority L.S. Grads Still a Trickle", *Library Journal* 95 (February 15, 1970), p. 616.

35. S.R. Reed, "Library Manpower Statistics 1969-72 and the Outlook for the Future," *Bowker Annual of Library and Book Trade Information, 1972* (Bowker, 1972), pp. 260-8).

36. S.R. Reed, op. cit., tables 1 and 2, p. 262.

37. These estimates have been projected taking into account an approximate number of 200 professional librarians from accredited library schools and a total number of close to 8,000,000 Spanish speaking population in the U.S. This estimate is merely a rough indicator of the size of the professional pool of Spanish speaking librarians. Difficulties in obtaining more accurate data on the number of professionals did not make possible a more exact indicator.

38. ALA, Office for Library Personnel Resources, "Survey of Graduates and Faculty of U.S. Library Education Programs Awarding Degrees and Certificates, 1973-74," tables 1 & 2 (ALA, November, 1975, mimeo). Single copies of this survey are available without charge from ALA/OLPR, 50 East Huron Street, Chicago, Illinois 60611.

39. "Minorities Manpower Pilot Project," *American Libraries* (June, 1973), p. 369.

40. Marilyn Salazar, "Referral Network to Assist Minority Applicants to Library Schools," *American Libraries* 4 (September, 1973), pp. 493-4.

41. "Minority Manpower for Michigan S.L.S.," *Wilson Library Bulletin* 47 (December, 1972), 327.

"Michigan U. Library School: Minority Students Drive Again," *Library Journal* 97 (November, 1972), 3951.

42. "Minority Recruitment," *American Libraries* 3 (May, 1972), 337.